

CANADIAN

Welfare

March 1

	PAGE
"The Shape of Things" Takes Shape	1
Women in the Post-War World	3
Ninth Biennial Canadian Conference on Social Work	6
A Better World for the Children of Tomorrow	9
Le soin et la protection de l'enfance au Québec	14
A Revolution in Social Thought	16
The Role of the Private Family Agency	19
Crime in Ontario	22
New Trails of Service	24
National Physical Fitness	27
Councils of Social Agencies: New Notes	30
About People	31
Letters to Canada	32
Letter to the Editor	34

MARCH 1
1944

VOL. XIX
No. 8



Canadian Welfare Council
OTTAWA - CANADA

CANADIAN

Welfare

a magazine on social welfare
published eight times a year by

THE CANADIAN WELFARE COUNCIL
245 COOPER ST., OTTAWA, CANADA

PUBLICATION DATES

January 15th, March 1st, April 15th,
June 1st, July 15th, September 1st, October 15th, December 1st

Subscription price, \$1.50 per annum.
Single copies 25 cents

Printed by Ramage Press, Ltd., Ottawa

The Canadian Welfare Council

Was founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers,
convened by the Child Welfare Division, Dominion Department of Health.

OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

MEMBERSHIP

The membership falls into two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their programme, articles of incorporation, or other statement of incorporation.
- (2) Individual membership shall be open to any individual interested in or engaged in welfare work, upon payment of the fee, whether that individual is or works under any government in Canada, or not.

EXECUTIVE STAFF

Executive Director	George F. Davidson, M.A., Ph.D.
Assistant Executive Director	Miss Nora Lee
Executive Assistant	Miss Ruth Gould
.....	Miss Marie Hamel, M.A.
.....	Mr. Joseph B. Faycock, M.A. (on leave)
Administrative Assistant	Miss Ruth Woods, B.A. (on leave)
Executive Treasurer	Mr. Alexander S. MacTavish
Honorary Consultants—Maternal and Child Hygiene	Gynaecologist John W. Fiddellcombe, M.D.
.....	Pediatrician Lloyd P. MacLennan, M.D.

"The Shape of Things" Takes Shape

CANADA may have been slow in turning its attention to social security planning, but surely no one can complain about the slowness of the Federal government in regard to the implementation of these plans once they have been made. Within ten months of the appearance of the Marsh Report on Social Security, the government has announced its intention to inaugurate a system of children's allowances, to proceed immediately with a co-operative plan for health insurance of all the people based on provincial co-operation and administration, and finally, to institute a system of contributory old age pensions based on insurance principles, designed on generous terms of benefit, and destined to absorb gradually some of the burden now being carried by the non-contributory system. Starting more slowly than either the United Kingdom or the United States, Canada has now definitely outstripped both these countries in its statement of immediate intentions. If the three items of social legislation mentioned in the Speech from the Throne are brought to fruition within the next year, or even two years, the effects for Canada will be no less far-reaching than were the effects of the New Deal and the Social Security Act in the United States in the years following on from 1933.

The country has known for some time, of course, that the government has been working on a plan for Dominion-Provincial collaboration in the field of health insurance. Work on this item has long since reached the point where it was possible to consider the details of draft legislation, and if the problems of Dominion-Provincial finance and collaboration can be successfully solved at the forthcoming intergovernmental conference in April of this year, it is safe to assume that the Federal government will proceed at the present Session to pass its enabling legislation, under the terms of which it will be empowered to give a substantial grant to the provinces for public health purposes, and also contribute to a Federally approved, provincially administered health insurance scheme. In this connection the plan appears to be that the Federal government will set out a model provincial enactment of health insurance which the provinces will be expected to follow fairly closely if they are to receive Federal subsidy.

Little difficulty is anticipated with the Federal legislation itself since this is expected to provide merely the mechanism for Federal contributions to provincial schemes. The real problems will arise in connection with the provincial attempts to enact health insurance legislation. Even if the provinces accept the model Federal enactment as the basis for their own legislative provisions, they will still have to resolve many problems in their own way, particularly the difficult one of relationships with the organized profession of medicine. Neither the Federal legislation itself, nor the model provincial enactment offered by the Federal authority, is expected to lay down any definite provisions as to how the medical profession is to be remunerated for its services. This problem will be left entirely in the hands of the provinces to work out as best they can with their respective provincial medical

organizations. Problems of administrative organization, collection machinery, income limits, and others of a similar nature will likewise, it is expected, be left in the hands of the provinces to work out in whatever way each province decides is best.

The conclusion to be drawn from all this is that even if the necessary health insurance legislation is passed by the Federal government at the present Session, it does not follow that we will have health insurance in all the provinces at an early date. Many of the most vexing problems will still remain to be solved. Federal legislation, however, following upon a successful Dominion-Provincial conference in April, will mean that the basic financial problems of relationship between the provincial and Federal authorities have been met in a satisfactory manner, and this will enable the provinces to clear the decks for action on the administrative level, and on the level of actual negotiations with provincial medical bodies.

With respect to children's allowances too, the Canadian public has had some inkling, ever since last September, that the Federal authority was considering such a step. Now, the Speech from the Throne indicates clearly that the government has adopted children's allowances as one of the basic items in a comprehensive social security program. It is interesting to remind ourselves once again that Sir William Beveridge described children's allowances as the most revolutionary item in his entire report. Thus far in the House Debates, nearly all the Members who have spoken, notably those from Quebec Province, have expressed themselves as being heartily in favour of this "revolutionary" proposal. The Honourable Humphrey Mitchell, Federal Minister of Labour, in a recent address, stated that there was no reason why children's allowances should not be in actual operation by the end of the present year. Thus far the government has given no indication of its administrative plan in this connection. There are no details as to whether the plan is to be Federally or provincially administered, whether or not it envisages a co-operative relationship with the children's protection agencies of the various provinces in regard to difficult cases, or whether it is to be regarded simply as a plan for the redistribution of income to be handled by means of compulsory income registration through the Income Tax Branch of the Department of National Revenue. Until much more is clear in the way of detail, it will not be possible to say how children's allowances will affect provincial mothers' allowances schemes, or the child welfare structure of our provinces, or the financial requirements of our private welfare agencies.

Finally, with respect to old age insurance, almost all questions remain to be answered still in this connection. We know at least that the government's intention is that the scheme should be contributory and that it should provide higher benefits than the present non-contributory plan. But is it to be a Federal scheme or a provincially administered scheme like the present old age pensions arrangement? It is unlikely that questions such as this have been finally settled yet. More probably they are only now reaching the stage of preliminary exploration with the provincial authorities whose consent will be necessary before any Federal old age pensions insurance scheme could be inaugurated. All in all, it is well to remind ourselves that even the encouraging and ambitious commitments with respect to advanced social legislation contained in the Speech from the Throne do not of themselves provide us with this legislation or with the administrative organization to carry it out. These social security proposals will still require a good deal of hard thinking and detailed planning, both on the Federal and provincial levels, before they come into actual operation.

As Great Britain's great Prime Minister so aptly expressed it (with regard, of course, to an entirely different set of circumstances): "We have not yet reached the end. We have not even reached the beginning of the end. We have only reached the end of the beginning."

Women in the Post-War World

EARLY last year the Advisory Committee on Reconstruction of which Dr. F. Cyril James, President of McGill University, was chairman, set up the last of its six sub-committees, that on Post-War Problems of Women. Its members, not selected as territorially representative, included ten well-known women associated with various interests of Canadian women. They were:

Mrs. Harvey Agnew, Toronto.
Dr. A. Vibart Douglas, Kingston.
Miss Marion Findlay, Toronto.
Madame C. Fremont, Quebec.
Mrs. R. B. Gunn, Lloydminster, Alta.
Mrs. Sherwood Lett, Vancouver.
Mrs. Grace W. MacInnis, Vancouver.
Mrs. N. A. M. MacKenzie, Fredericton.
Miss Margaret Wherry, Montreal.
Mrs. R. F. McWilliams, Chairman,
Winnipeg.

The chairman of the main committee asked of this sub-committee a double task. First it was to prepare a report on social security for women, and then to carry out the work indicated by its general terms of reference which were:

"To examine the problems relating to the re-establishment of women after the war and to make recommendations to the Committee on Reconstruction as to the procedure to deal with the problems and other matters relating to the welfare of women in the period of reconstruction."

For the first three months members of the committee devoted themselves mainly to questions of a social security program for Canada as they would affect women, concurrently initiating enquiries more particularly relating to the problems which would arise

MARGARET MCWILLIAMS
*Chairman, Sub-Committee on Post-War
Problems of Women, Dominion
Government Committee on Reconstruction*

after the war because of the greatly increased share of women in the realm of employed workers. The report of Social Security was sent to the main committee in May and is now attached to the final report as an appendix. The committee thereafter proceeded with study of post-war problems expecting, under advice from Dr. James, to report in the early summer of 1944. Suddenly last fall—in that comparatively bright period when an early end to the war appeared possible—it was asked to complete its report within one month. This request was fulfilled but the report thereby is incomplete. In particular it suffers from lack of definiteness because the committee was unable to complete several of the enquiries as it had planned. Enough has been done, however, to form a basis for careful thought and action in preparation for the approaching days, and the committee is not offering any apologies for its report, which it hopes to see printed and distributed within a short time. So much for the committee and its work. Let us turn now to the problems involved in that work.

Two facts must be kept steadily in mind in thinking of the post-war period: One is basic to all thinking of what is to happen and the second is basic to the consideration of the problems of re-

construction days as affecting women.

Full Employment

The first fact is that everything depends on whether there is to be after the war a condition of relatively full employment by which we mean the absence of anything approaching mass unemployment such as we saw in the thirties. This is true whether one is thinking of conditions in Canada or of those in any other country in the world. One truth which the years of depression surely taught us is that no country can live to itself; that there can be no prosperous countries in the midst of a number of impoverished countries. To say that Canadian prosperity must be based upon selling to other countries merely intensifies this truth as applied to the Canadian future. It might almost be said that if we have full employment most of our problems will take care of themselves. It follows that most careful thought must be given to all and any measures which will tend to increase employment the while we are devoting all our physical energies to the winning of the war. Nor is this a matter for men in the financial, industrial and governmental circles only. There are large areas where women's help is vital as will presently appear.

Proved Themselves

The second fact, and the one which must condition all thinking about the future of women, is that Canadian women have, through their war work, gained for themselves status which they had not

achieved before. All the testimony we have been able to gather, and there is much being printed now which substantiates this, is that in whatever field of employment women have entered they have proved themselves competent, conscientious workers so that they have come to be considered by employers as valued and valuable employees. In numberless cases they have proved themselves either more careful or more rapid workers than men; they have shown themselves to have skills not before thought to be in their possession which either in kind or degree are not possessed by men workers. In jobs where personal contact work has been the essential feature the long experience of women in making and keeping their families in happy relationships has become of service in the world of business.

This point could be further developed and illustrated. Perhaps a couple of quotations from opinions given within the last month by managers of large enterprises will serve.

"Women have established themselves as logical permanent employees in three fields in which they had previously only a toe-hold—in shopwork requiring high technical skill, in work in personnel counsellor groups and in engineering."

"There is no doubt about women's amazing adaptability. They have done a splendid job and much of the work they do is better than could be done by men."

Here it is necessary to utter a warning. Neither the statements of the committee nor of the employers are to be taken to mean that women have been found to do all work better than men. These

statements apply only to the fields into which women have entered—or been admitted as one prefers to say. But these fields do run from banks and commercial businesses through industry down to the merely repetitive jobs.

It is abundantly true, therefore, that women now enter the labour market in a new way. They are no longer only members of a pool of unskilled labour from which employers may draw workers when needed more or less reluctantly. They come with proved skills in their hands—with capacities that have added to the success of the business and industrial worlds. Out of the very fact that women have so largely proven to be desirable workers will come, whenever conditions require new workers, a willingness on the part of employers not felt before to try women in other and to them still unconquered fields. If recollection serves correctly after the last war employers parted without regret from their women workers. After this war though they may feel obliged to part with them, they will do so with reluctance and will seek to re-employ them as soon as opportunity offers.

Priority for Returned Men

It hardly needs pointing out that the return of men from overseas will change the whole situation with regard to women and the first to agree with this will be the women workers themselves. Public opinion, the promises of employers to their employees who went on service, all mean that men of the

forces will have their old positions back so far as they want them. They will also have jobs not held before and filled by women during the war for they will have priorities wherever they want them. No one—and least of all women—will dispute either the justice or the desirability of this. What is the unknown element is that we do not know whether our men now in the forces will want jobs of the kind they had before—of the kind that belong in the routine of a country's normal life. How many will want to go to the farms being prepared for them—how many will want to stay in the forces—how many will be attracted by the far-away lands to which their service has taken them? There are far too many unknown factors in the situation to permit one to be definite.

4,700,000 Will Want Jobs

Mr. Graham Towers, Governor of the Bank of Canada, has in his recent reports outlined for us the outer limits of our employment problem. He says that in 1939 about 4,000,000 Canadians were working and that there were another 300,000 wanting to work but unable to find it. Thus the total possible force of gainfully employed workers at that time was 4,300,000 assuming that all wanting work were able to work. At the end of 1943 this number had risen to 5,100,000 including the armed forces. These figures also include both men and women. Mr. Towers gives it as his judgment that after the war some 4,700,000 will be

available for work. This is 700,000 more than were gainfully employed in Canada at the beginning of the war. It is almost certain, he adds, that owing to the more efficient technique discovered and employed during the war, fewer people will be required to do the same work which was done in Canada before 1939. In other words if all seeking work are to find it, there will be need of greatly improved markets for the products of their work.

Now let us look at the picture of women workers against this background quoting from the presentation made in the report.

"Under expert advice we have taken the following picture of the pool from which woman-power is drawn as it was just before the beginning of the war:

Total number of women	
available	3,000,000
Married women	2,000,000
Single women	1,000,000"

The following two tables, based upon figures supplied by the Dominion Bureau of Statistics and the Department of Labour, show the progress of the entry of women into the ranks of employed women due to the demands of the war, and their progressive distribution:

*Numbers of Women Employed in Industry,
June, 1939 to November, 1942*

June, 1939	600,000
June, 1940	620,000
June, 1941	720,000
June, 1942	962,000
October, 1942	1,073,000
November, 1943	1,200,000

33% Workers are Women

"As at January 30, 1943, there were 3,310,000 persons employed in industry so that women are now filling one out of every three jobs. It is clear also that 600,000 women have been drawn into the ranks of the employed who were not working in June 1939. As there were at that time 85,000 women only seeking work, it follows that over 500,000 new workers have been drawn into the ranks of the employed."

From these figures it is evident that all the single women willing and able to enter gainful employment have done so and it is also clear that a large number of married women have gone from their homes into gainful employment. We are fortunate in having the result of a survey of 600,000 of the women now working made by the Department of Labour, and so are able to say with confidence that 27% of the women working at the end of 1943 were married women. This means 325,000 individuals.

One-half Will Return to Homes

What those 325,000 married women mean to do after the war is a matter of great importance in making any estimate of the women who will wish to be employed then. Our committee was much concerned to ascertain what these war workers were planning for their future. While we have not the evidence we desired, because of the sudden termination of our work, we are able to state that approximately one-half mean to return to family life provided always that

their husbands have jobs—in other words provided that full employment is the prevailing situation. We are, indeed, able to go further than that and to say approximately one-half of all the new workers entering the field of war work, directly or indirectly, mean to resume or to enter the occupation of home making. In order to be on the safe side we have set the figure at 45% of the 600,000 new workers, thus saying that we are confident that 270,000 women at least will wish to leave gainful employment.

200,000 Will Seek New Jobs

Further than this it is impossible to give any clear cut picture of the post-war position as it relates to the number of women wanting to work. It is, however, possible to draw some conclusions which seemed to the committee valid. The experts tell us that it is a reasonable minimum assumption that normal employment after the war—that is employment comparable to that of 1939—will raise the figure of women workers required from the 600,000 it was in 1939 to 750,000. If this assumption be accepted we get this picture:

Women now working.....	1,200,000
Women required for normal employment at the end of war.....	750,000
<hr/>	
Leaving a surplus of women workers of	450,000
But we have already estimated that the number of women working who will wish to leave gainful employment will be.....	270,000
<hr/>	
	180,000

The difference between these two figures, or 180,000 women,

will, if these estimates are correct, be the number seeking new opportunities for women. This does not take care of the women in the forces numbering about 38,000, who after the training and other provisions made for them will come into the same labour market. A considerable proportion of these women are married but they will add probably 20,000 to the number seeking work. Thus we have a possible total of 200,000 women out of the 700,000 new workers who, according to Mr. Towers' work, must be supplied if we are not to have mass unemployment. This conclusion agrees closely with the results of a survey of the opinions of close to half a million women published recently by Mrs. Ethel Colwell.

Household and Farm Work

But this number of women seeking jobs will be much greater if two of the large areas of employment for women before the war are not made to draw their full share of the 750,000 women workers whom we think can be absorbed. This is the point at which the help of women becomes vital in the problem of securing full employment after the war.

The first of these areas is that of household work which we hope will no longer be called domestic service. Taking in the workers in private houses and those listed as cooks, waitresses and housekeepers who pass, we think, into and out of household work, the census of 1941 lists 242,000 women who must be attracted to their former occupations or held in them since all

Continued on page 37

Ninth Biennial

Canadian Conference on Social Work

"THE Way to Lasting Peace" is the theme chosen for the ninth biennial Canadian Conference on Social Work, for which both professionals and lay persons are invited to gather in Winnipeg's Fort Garry Hotel on May 15, 16, 17, and 18. The Conference offers to social workers a timely opportunity for the free discussion of the highways that lead to human betterment, and provides a clearing house for the exchange of ideas and experiences. To these ends, technical sessions will convene in the morning, and afternoons will be spent in round table discussion.

Guest speakers in attendance will be Dr. Eveline Burns, of Washington and the American National Planning Association, whose topic is: "Is Democracy Ready for Social Security?" and Eduard C. Lindeman, B.S., Hum. M. LL.D., professor of social philosophy at the New York School of Social Work of Columbia University for the past twenty years. Dr. Lindeman's subject on the evening of May 15th is "Human Welfare in War and Peace".

Arrangements for the Conference are the concern of a representative Winnipeg committee directed by the Conference President, Mrs. R. F. McWilliams, with Mrs. Robert



EDUARD C. LINDEMAN

McQueen as Secretary. Mrs. McWilliams was recently Chairman of the Dominion Committee on Post-War Problems of Women, and during her years on Winnipeg's City Council she was head of the City Public Welfare Committee. Well known as a social worker, Mrs. McQueen is the Executive Secretary of the Council of Social Agencies of Greater Winnipeg. Recently she and Mrs. McWilliams were substantial contributors to a comprehensive report on Winnipeg housing.

Inquiries about the Conference should be addressed to Mrs. McQueen, 460 Main Street, Winnipeg.

A Better World for the Children of Tomorrow

CHILD WELFARE has been, is, and will continue to be an important branch of the social services, not only because children are one of the country's greatest assets, but because no other field offers a greater return in the use of preventive measures, and the younger the child the quicker the response to treatment when dealing with the socially maladjusted.

The recognition of the need for a change in the training and education of the children of Germany in a post-war world as one of the important steps in a world peace program only emphasizes afresh the importance of children in any social program.

Until social and political conditions in the modern world have caught up with the achievements of science, the position of the majority of children will be precarious, and it will require the concerted efforts of all who face reality to give to even a small majority protection from want and the opportunity they all have a right to expect.

Child welfare is a somewhat vague and indefinite term which to many implies a wide range of activities, including health, social, educational and recreational services, but to others, a field limited to foster home and institutional care for dependent and neglected children, and case-work service for

LAURA HOLLAND, C.B.E.,
*Advisor on Social Welfare Policy,
British Columbia*

the child born out of wedlock and the children for adoption—in other words, it is limited to those services rendered children outside their family group.

For the purpose of this discussion, may we assume the term to mean a movement or program concerned with the social welfare of a specified age group in the community rather than a specialized group of agencies organized for the care of minors separated from their family group.

War conditions (and there is a reason to believe post-war conditions also) present many problems that threaten child life and suggest the need to be on the alert to devise and support measures for the protection of normal family life in general.

In the first four decades of the twentieth century the emphasis in social work generally has shifted from mass treatment to a more individualized and personal service. This has resulted in a greater variety of institutions and specialized services, even though they have never been adequate either as to quantity, variety or quality, to meet the need. However, the standard of care available today to any child needing care outside his family group is higher than

that which was available forty years ago.

It should never be forgotten that when a child is divorced from his natural surroundings the hazards are increased as well as the financial costs. We are all agreed that such a drastic step should only be taken when all other measures have been tried and have failed. When such a step is necessary, it places on the agency concerned a heavy social and financial responsibility which is not justified unless or until all preventive measures have failed.

It is unfortunate that too often preventive measures cannot be called into action sooner, as the family has become too disintegrated by the time it is known to any social agency to benefit by resources that would have helped at an earlier stage.

The Social Security and Insurance Plans which are on the horizon should help in the future to eliminate any possibility of a mass relief program such as was in evidence in the depression years. There will still be families needing help who will not fall into this new, or any other new category, but it should limit the number who will require social assistance to the degree that they should be assured a case work service. However, these or other suggested post-war plans will be costly in administration and demanding of personnel and may tend to divert or limit the funds and personnel now available for children's work through gov-

ernment and private voluntary sources.

The increased demand on the public purse will tend to focus public attention on all the older services, and we must be prepared to defend our essential child welfare services if or when a not too understanding public may challenge them.

Can the specialized children's services stand the test?

Has there been a tendency to become so absorbed in the specialized treatment services that the development and use of preventive measures in the family field have taken second place?

Would the results not have been more satisfactory and the ultimate cost less if we had built up a stronger wall of defence in an all-round community preventive program?

Could administrative costs be reduced and personnel conserved by the amalgamation of certain allied agencies?

If we truly believe the child's natural home and family is the best place in which to rear children, then greater prominence and support should be given those agencies whose main function is the strengthening of family life. Such agencies should be the hub of the social service wheel, and the various auxiliary or specialized services act as an outer rim of protection or a first line of defence.

Through the years, the aim of the private family agency (whatever its name) has been to protect

and safeguard family life—but to meet changing conditions the emphasis placed on their activities has varied from time to time, although the basic theme has remained the same.

Since the advent of Councils of Social Agencies and Financial Federations, and the acceptance by government on its three levels of responsibility for the major problem of relief, the private family agency has been relieved of its pioneer efforts in this area and thereby freed to develop further its special skills in family case work, which, of necessity, includes work with children, as no true family unit exists without them. As the most fruitful field in the prevention of child welfare problems lies in the strengthening of family relationships, it logically follows that there should be an increasingly close relationship between these two types of agencies, and in the smaller cities, or other municipal units, the question does arise whether there would not be value in having both agencies, under one administration.

Time will not allow a discussion pro and con at this time, but the proportion of families in a Children's Aid Society being given case work services in relation to the number of children who require placement (as well as to the number of major cases served by the family agency in the same locality) is provocative of further study.

The comparatively few families in which the authoritative approach is used suggests that the

largest part of the service given by the family or protection department of a Children's Aid Society varies little from that given many of the families by its sister agency in the family field. An independent "intake" study of a Children's Aid Society and a family agency in the same community might not only be revealing but might also point the way for future action.

What are the auxiliary services in the child welfare and family field which are necessary to strengthen family life and which should be a part of any child welfare program?

- (a) Activities to provide more adequate housing facilities;
- (b) Opportunities for a Counselling Service on Home Management, including the planning for and cooking of nutritious meals;
- (c) Organization of leadership for parent education groups;
- (d) Provision of outdoor play space for children of all age groups, free from physical and social hazards, and within reasonable distance of the home;
- (e) Opportunity for indoor individual and group activities, under leadership that will direct play into channels that are basic for good citizenship;
- (f) Nursery schools to provide that training which develops self-control and discipline during the child's most impressionable years, and which modern community conditions, with their inadequate housing and labour facilities, make it more impossible than ever for the parents alone to give;
- (g) Child Guidance Clinics;
- (h) Observation homes for temporary care of children exhibiting behaviour problems which cannot be diagnosed in the home, or whose homes have not the facilities to institute treatment;
- (i) Legal aid;
- (j) Preventive and curative health services.

Other auxiliary services for the protection of children whose families are incapable during any period of giving them reasonable and adequate care:

- (a) Required licensing of all homes or institutions which care for children separated from their parents;
- (b) Well developed foster home program;
- (c) Institutions for specialized care, for which neither the child's natural home nor foster homes can provide the necessary facilities;
- (d) Services to protect the interests of the child born out of wedlock, which would also include service to the parents. (The question naturally arises whether this service should be an integral part of a family program);
- (e) Protection of the child whose parent or guardian is non-existent, unfit or improper, or for whom temporary care is needed;
- (f) Day nurseries for the children of mothers who must provide or supplement the family finances, or who are required to replace men in industry during a period of war.

The above list of activities, directly or indirectly concerned with the welfare of the children in any large community, is not by any means exhaustive but rather the minimum number of activities necessary to cope with the complex conditions that exist in our larger centres today, and which have become intensified since the declaration of war.

There is not complete agreement as to the relationship of delinquency to a child welfare program, but there is little doubt that the activities outlined above, if put into effect, would go a long way towards preventing delinquent behaviour of youth, particularly if enforced by a more aggressive and co-ordinated

program of counselling and vocational guidance in our high schools, "followed up" by the same understanding type of help through the employment service until each boy or girl has been initiated into the industrial or labour market.

There is some reason to believe that child labour laws have been more or less winked at during the war period. We must be on the alert to discover to what extent this is true and to make sure that such laws are properly enforced.

Divorces are on the increase and involve a larger number of children than formerly. The time would seem to be ripe for action to see that legislation is passed to ensure that no divorce is granted unless or until proper provision is made for the custody and maintenance of the children concerned. This would necessarily place responsibility on the Court to procure a full social history of the situation.

No attempt has been made to designate which of the above services outlined should be the responsibility of government, or which can best be met by private initiative or voluntary funds.

No straight line can be drawn for the division is dependent on the stage of development reached by each group in any one city or province. What is essential is that no program should remain static, for social conditions are ever changing, and if private agencies are to retain the prestige they have won in the past, they must continue to be on the alert to discover new situations or conditions

that threaten community life, marshal facts, evolve a plan, and press for action. It is equally important not only to relinquish but to press governments to assume responsibility for those activities which have proved their value in the private field, and for which there is adequate public opinion to support such a move.

The Council of Social Agencies is an important factor in any urban child welfare program, in that theoretically and practically it is the most outstanding agency to foster community planning. Such planning can only be truly effective to the extent that it is the combined effort of representatives of both public and private social agencies.

Councils have sometimes been handicapped in the past by a somewhat negative attitude on the part of many public officials, and by having too often to depend on the busy executives of other agencies to share in planning programs and putting them into effect. It has been more or less a case of robbing Peter to pay Paul, which, while no doubt unavoidable in the past, has not been in the best interest of either agency, and the many new services on the horizon and increased social demands emphasize

anew the need for sound educational tactics based on the findings of careful social studies.

The Councils must accept this challenge and their constituent members support a program to provide an enlarged staff to give the leadership so necessary at this time.

The broader program of many municipal social service departments, the stimulating growth and higher standard of personnel on the provincial level in many provinces, and the increased participation of the Federal government in a practical as well as a theoretical sense since the advent of war, are achievements of which we might well be proud.

But such rapid growth carries with it certain dangers unless an informed voluntary body accepts definite responsibility to safeguard standards and those basic principles which are so essential to good results.

So to Councils, both national and local (which we may assume include every modern child welfare agency in their membership), we hand the torch, with faith that they will continue to hold aloft the light for the children of today, and prepare a better world for the children of tomorrow.

THE Family Welfare Association of America and the Child Welfare League of America have jointly been doing some interesting thinking and discussing on the desirability of amalgamation in certain areas of children's and family agencies. In some instances the children's agencies have expanded to give full family case work service, in others, the family agencies have assumed the function of a child placing organization. The final results of this consultation of these two American national agencies will ultimately be available and will be of great interest to the Canadian field.

Le soin et la protection de l'enfance au Québec

EN décembre dernier, à la suite de la mort de plusieurs jeunes enfants qui avaient été placés en pension dans des garderies commercialisées, le gouvernement de la province de Québec a décidé d'instituer une enquête royale sur la situation des garderies et du bien-être de l'enfance en général. La Commission d'assurance-maladie a été chargée de cette enquête officielle. Au moment où paraîtront ces lignes, la Commission n'aura peut-être présenté que son rapport préliminaire au gouvernement. Nous espérons, cependant, qu'elle pourra faire ses recommandations à temps pour permettre à la législature provinciale qui siège à l'heure actuelle, de se prononcer sur la nécessité urgente d'une législation provinciale adéquate en matière de protection de l'enfance. Nos travailleurs sociaux et le public de toute la province réclame ce changement destiné à améliorer de beaucoup le sort de l'enfance malheureuse chez nous.

APERCU HISTORIQUE Comment se fait-il que le Québec n'ait pas suivi le mouvement général qui s'est produit dans notre pays dans le domaine du bien-être de l'enfance? Les raisons en sont nombreuses. Tout d'abord, notre province où la population canadienne-française prédomine, a été longtemps aux prises avec des problèmes de survivance et d'ordre économique. L'industrialisation

ANDRÉ M. GUILLEMETTE, O.P.,
*Directeur, Conseil des Oeuvres,
Montréal*

progressive de notre milieu et l'exode de notre population vers les villes n'ont pas été sans avoir quelque influence sur notre évolution sociale.

Des problèmes sociaux de toutes sortes ont fait leur apparition. Nos communautés religieuses étaient nombreuses et nous nous en sommes remis à elles pour y apporter une solution. Il arriva cependant qu'un jour ces communautés, dont le dévouement et l'esprit de renoncement ont fait des merveilles, ne purent plus tenir sous le fardeau financier qu'était devenu le leur. Notre opinion publique n'était pas suffisamment éclairée pour qu'on puisse apporter au problème une solution vraiment adéquate et constructive. Notre Loi d'Assistance publique votée vers 1921, devait donner une aide financière à nos communautés, mais notre problème ne se trouvait pas résolu du point de vue social. La Commission des Assurances sociales fit plus tard une enquête approfondie sur les divers aspects de nos problèmes sociaux, mais ses recommandations dans le domaine de la protection de l'enfance n'eurent jamais de suite.

SITUATION ACTUELLE Si, il y a dix ans, la situation au sujet de l'enfance était pénible, la crise de chômage et la guerre n'ont rien fait pour corriger ce

déplorable état de choses. Aujourd'hui nous faisons encore face à l'absence presque totale d'un système de protection de l'enfance. L'enfant indigent peut certes être assisté, mais somme toute, la protection de l'enfance, ce n'est pas une question de pauvreté ou de richesse, c'est tout le bien-être de l'enfant qui entre en cause: besoins d'ordre physique, intellectuel et moral.

Nos institutions sont remplies dans le moment. Nos oeuvres d'enfance n'ont pas entre les mains les rouages légaux qui leur permettraient, par exemples, de protéger l'enfant victime de la brutalité où de l'immoralité de ses parents. Nos enfants malades ou arriérés mentaux ne peuvent recevoir les soins dont ils auraient besoin, faute d'espace dans nos oeuvres. Ce ne sont là que quelques-uns des problèmes qui nous confrontent immédiatement.

LES REMEDES
A APPORTER

Une réorganisation de nos oeuvres et une refonte de notre législation dans le domaine de l'enfance s'imposent donc. La nomination d'un surintendant provincial serait le premier pas, semble-t-il, qui nous orienterait vers les réalisations que nous

désirons. Ce surintendant verrait à l'application de la loi de protection de l'enfance et à l'organisation de services sociaux appropriés. Cette législation devrait s'inspirer, dans une certaine mesure, de l'expérience acquise ailleurs dans notre pays. De toute évidence, certaines adaptations seraient nécessaires car nos conditions diffèrent de celles des autres provinces. Il nous semble urgent d'organiser des sociétés dotées de pouvoirs légaux qui leur permettraient d'intervenir dès que la sécurité morale ou physique d'un enfant est menacée. L'usage à bon escient d'un système de placement familial permettrait de décongestionner nos institutions et de les orienter vers des services spécialisés. Toutes ces améliorations rendraient plus facile le traitement de *chaque cas* selon ses besoins individuels.

Nous ne devons pas nous borner aux seuls besoins physiques et matériels de l'enfant désavantagé, mais nous soucier aussi de ses exigences psychologiques et spirituelles pour assurer le développement complet de sa personnalité. Nous arriverons ainsi à préparer pour l'avenir des citoyens capables de jouer dans notre société un rôle de premier plan.

THE preservation and the perfecting of the small community is one of the greatest issues facing our times. . . . The small community can be the testing laboratory and the nursery for society. There, on a small scale, men can actually live by good will, mutual respect and confidence, helpfulness, tolerance and neighbourliness, which are the ideal of all human society. There, and almost there only, men can become indoctrinated in their early years with those qualities that are the foundations of society and can carry those qualities with them into larger relationships. —Arthur E. Morgan, *The Small Community*.

A Revolution in Social Thought

SO LONG as man makes history, so long ideas will be important. For ideas express what kind of history he is trying to make. That is why we should stop once in a while and take a good look at the changing intellectual landscape.

To be sure, we ourselves are part of the transition. We adopt the new slogans, repeat them, pass them on to others. The flavour of novelty wears off, and what at first seemed excitingly new soon assumes the obviousness of an axiom. For that very reason it is important to take stock of these new ideas—not because they are new to us, but precisely because we are in danger of forgetting how new they actually are.

Take the idea of “social security”. Beveridge translates the idea into the social realities of present-day Britain, and over a quarter million people rush to buy his book—a forbidding document, as far removed from cheese-cake as anything could possibly be. Why?

I asked myself that question in London in the late fall of 1942, just after the Beveridge Report had appeared. I expected to find it promising nothing short of affluence to the millions who queued up for half a block to buy a copy from the government's stationery office near Aldwych. I was astonished to find how slender were the promised rates: 56 shillings—

GREGORY VLASTOS

\$12.50—a week for an unemployed couple with two children. What is all the excitement about, I asked myself?

The answer to my perplexity, and the key to the whole concept of “social security” was in another question: How did Beveridge arrive at that figure of 56 shillings a week? He got it from social scientists like Rowntree. It was their estimate of the minimum of social decency for a British family. Around one-third of the British people were living below that standard in the thirties. The Beveridge plan was a declaration of war against that condition. That was why, meager as it might seem to me, those 56 shillings a week had revolutionary importance to the man in the street in Britain.

There is nothing new about good will towards the submerged third. The lot of the slum-dweller has long disturbed the conscience of sensitive men. A hundred years ago John Stuart Mill was haunted by the thought of the industrial worker, whose misery and bondage was the price of the prosperity and freedom of “liberal” Britain. So have many others.

But “social security” to-day means more than a twinge of conscience for sensitive souls, it means that the lot of the submerged third moves from the uneasy fringes of social consciousness to dead center. It means that Freedom from Want is accepted not as

Gregory Vlastos is Professor of Philosophy at Queen's University, now on leave of absence for service with the Royal Canadian Air Force.

a pious hope, but as a definite demand to be unlimited within the calculable future. In the thinking of the average man this marks a revolutionary change—the kind of change that cannot be undone by later swings of the social pendulum.

The same is true of “full employment”. Like social security, this idea too has long occupied the minds of reformers, radicals, utopian idealists, or revolutionary realists. In that sense there is nothing new about it. No one is quite so stupid as to fail to entertain it as a desirable possibility.

But is it practicable? Can we plan for it, as we plan for proper water supply and sewage disposal in a modern city? Up until very recently most people would have answered regretfully, “No”. Right in the middle of the depression ten years ago most people accepted unemployment with a kind of pious fatalism. Even the casualties of the depression, in their various moods of bewilderment, humiliation, anger, or stunned indifference, reacted in much the same way. They were bitter about the existence of unemployment. But only a small minority among them looked upon it as a man-made thing, that could be unmade by man’s action and prevented by man’s foresight.

That mood has largely gone today. When I say that I am not thinking about economists, though in their thinking too the idea of full employment has occupied a focal role unknown to liberal economists prior to the thirties. I

am thinking again of the man in the street. He has learned his lesson not from J. M. Keynes, but from the experience of the war.

He has seen with his own eyes the capacity of his own country not only to use its full resources, material and human, but to expand them at breath-taking pace, and double the national income in four years. All this happened to meet the nation’s wartime needs. And the average man cannot see why it cannot happen to meet the nation’s peace-time needs. The old question, “Where is the money coming from?” used to stump him. Now it only angers him.

Perhaps the phrase “full employment” sounds safely tame and academic—too commonplace an idea to have revolutionary import. If so, its sound is deceptive. Any idea that can make large numbers of people angry is a dangerous one.

Not long ago I happened to be at a gathering where a number of clever people contemplated with hearty amusement the prospect of keeping up our national income after the war by making the same quantity of munitions and dumping them in the Hudson Bay. When that prospect occurs to average people—and that is exactly the import of “full employment”—it doesn’t make them laugh. It makes them angry. Voltaire and his associates enjoyed many a good laugh at the incongruities of the ancien regime. The average Frenchman didn’t laugh. That is why there was a French Revolution, instead of more satires on the aristocracy.

There is a common denominator in ideas like "social security", "full employment", and others one could name. It is the average man's growing conviction that the productive resources of the community should be used for the common good—that is, to meet the needs of everyone in the community. That too may sound like a platitude. But it is dangerous doctrine. When socially dangerous doctrine acquires the plausibility of a platitude one may expect profound changes in the offing.

The great revolutions of the 17th and 18th centuries were guided by ideas of political freedom. The political power of a privileged feudal minority had

once appeared to the average man as obviously right. The time came when it struck him as obviously wrong. When that time came Europe was ripe for revolution.

To-day it is the economic power of privileged minorities that is in question. Ideas like "social security" and "full employment" are the question marks. They express the average man's demand that the productive resources of the community should be controlled by the community to the extent of giving everybody a basic minimum of food, housing, clothing, schooling, medical care, etc.; and a job. They herald a profound change in the concept of productive property.

HUMAN RELATIONS IN INDUSTRY

FOR THE past year and a half, something in the nature of outpost social work has been done by Miss Germaine Lamontagne, who is the Welfare Relations Officer at the Canadian Car Munitions, Ltd., in Cherrier, Quebec, twenty-two miles from Montreal, and completely off the "main stem", which leaves Miss Lamontagne alone to carry out a pioneer assignment.

The magnitude of her work may be judged by the fact that this is the largest plant in North America. Those employees who request advances on wages, cancellation of Victory Bonds, those with bad absentee records, family troubles, and even some labour troubles, are referred to the Welfare Officer. And many clients are referred by people not connected at all with the Personnel Division.

Miss Lamontagne reports that it has been "a marvelous experience and that the Heads of Departments in the Personnel Division have been just 'tops'."

THE swing of public opinion towards the acceptance of a personnel and welfare department as a necessary part of management in all works of any size was among the significant advances of the year. The Supply Ministries have given impetus to the movement by the development of excellent welfare departments in Royal Ordnance Factories. . . . At the beginning of 1943 there were 5,759 welfare officers serving 3,099 factories, two-thirds of which had over 500 employees. . . . Short-term training courses have been organized to overcome the shortage of trained welfare officers. . . . Stress is laid on the importance of co-operating with trade unions and plant committees in welfare work.

—"Factory Inspection in Great Britain in 1942"
The Labour Gazette, January, 1944.

The Role of the Private Family Agency Now and in the Future

THE question of post-war planning is very much in our hearts and minds these days. Naturally we are concerned about the shape of the future and those of us in the social work field are particularly interested in the kind of social security plans which are to be introduced in Canada. We know there must be a good social security program developed to help us weather the storms ahead in order that basic needs may be assured to Canadian people. Such plans must be administered by public bodies and must be adequate as a bulwark against the hazards of unemployment, illness, old age and death. Private family agencies ought to be in the vanguard urging early enactment of such measures by our government, for we know only too well the insecurities engendered and the damage caused to family life because of insufficient and inadequate provisions against these hazards.

How will such public programs affect the work and function of private family welfare agencies? Will it mean that there is not much work for us to do and we can close up shop? The answer decidedly is in the negative. For private family agencies lost their original function of providing maintenance relief during the depression when mass unemployment forced the development of public welfare agencies. Even in those areas, in Montreal for example, where this

ELINOR G. BARNSTEAD
*Supervisor of Case Work,
Family Welfare Association, Montreal*

was not carried out fully in practice, the principle was adhered to that basic relief should be provided to all categories by public agencies, and towards that goal we are still striving. It was during the thirties that family agencies realized that they had to adapt themselves to a changed situation and they began to develop new emphases in their work and to see that their contribution lay in the area of understanding and treating individual maladjustments and family relationships although this was confined to the lower income group for the most part.

A family agency has been defined by the Family Welfare Association of America in terms of its qualifying for membership, upon the basis of its being equipped to "accept for treatment the needs of any member of a family group without restriction as to age or type of individual, and with special emphases upon the knowledge, understanding, and treatment of family relationships." Of necessity it concentrates its efforts upon the family as a social unit and the individual members thereof. Service may be offered to individuals in the family at any age. "Cross sectionally problems are just as varied. Some arise around financial need, others around situations involving health, employment,

legal aid, educational opportunities or vocational guidance. Difficulties presented included those between husband and wife, parents and children, children to each other, children to teachers, employers to employees, etc.*

These involve services on child behaviour difficulties, on marital problems, on personality difficulties, on budgetting problems, specific services to the aged and unattached people, helping families set up homes, establishing and maintaining as a part of case work service homemaker departments. These services should be available to all who want to use them, regardless of income but there are certain obstacles, in part stemming from the basis of our support which still prevent their maximum use.

Within this area of service would seem to be the essential role of the family agency now and in the future. In order to carry it out successfully, we need to be very well-equipped, we need to deepen our knowledge and skills. Our present dilemma is that we cannot move ahead on this challenging job as fast as we would like because of the depletion of our ranks, the constant changes in staff, their replacement by less equipped or completely untrained staff. In order to handle emotional problems adequately, we need to have more psychiatric services upon which to call, and psychiatrists are even less available than social workers.

Another role we have always

**The Field of Social Work*—Fink.

had is that of Family Information Service — giving information and advice upon whether and where families may secure help on personal and family problems. This would seem also to be an essential service to the community.

In order to be able to carry out our role of providing family case work services to the community, we need to have our roots deep in the community so that potential clients can know of our services and how they may avail themselves of them. Family agencies have always been aware of the need to work out what the F.W.A.A. terms "service relationships" with other agencies and community groups—schools, ministers, health groups, other social agencies, juvenile courts, domestic relations courts. The war has focussed attention on others—

- Industry and Labour
- War Nurseries
- War services — including
auxiliary services within
the forces
- Co-Ordinating Councils
- Soldiers' Wives Leagues

War has made us more aware of the need to develop all these relationships both now and in the post-war period.

What of the Future?

First of all, if we have a valid contribution to make now in the area of service involving individual adjustments and family relationships, then this role should be just as valid and even more in demand in the future and possibly to a broader cross-section of the community.

We shall need to improve our standards of work continually, which means giving thought to the recruiting and training of adequate personnel, and to offering enrichment of knowledge to those on the job.

We shall always need to give practical service to meet concrete and specific needs and we should not let ourselves be carried away by our enthusiasm to deal with emotional problems to the neglect of this service.

We shall need to learn to work closely with public agencies accepting referrals of cases from them which may require more intensive service than the public agency itself has time to give. The extent of cooperation will depend upon the flexibility and imagination of both groups, as well as the way in which the private agency has demonstrated its capability of providing the intensive type of care needed.

We should try to offer more preventive services. One way might be in the area of marriage counselling. Another is really offering case work services to children within their family groups, based on a thorough knowledge of what is normal behaviour for children of various ages, as well as an understanding of what is abnormal. Still another may be placing more emphasis on vocational counselling and guidance—to youth and older people who will often need such individual service before they can avail themselves of broader community services.

We shall need to extend our service relationships soundly and carefully on all the levels we can.

We shall have to take more responsibility for being vocal about the values and strengths of this family life which we say we have been organized to preserve, and to set up a standard towards which we strive.

We shall need to continue to make use of our knowledge regarding social problems, to work towards improvement of conditions now and after the war—health, housing, child care. In doing all this we should not go outside our own function into other fields—e.g. into group work, community organization,—simply because such services are not being offered. But we should be prepared to work through and help provide channels for such action. To be sure a family agency, particularly in a smaller community, may be set up with a multiple function. In this case it will always want to keep separate and clear before the public its various functions, and to see that one part of the job is not sacrificed for the other.

As private family agencies, we have a challenging time facing us. But as we take stock of our work, and look ahead to the future, we can be both proud of our achievements in the past, and confident that together we can meet the challenge thrown out to us. There is no question but that there is a job to be done, and it is up to us to do it effectively and with imagination.

Crime in Ontario

DURING each of the past four years, there has been a decrease in the number of people sentenced to prison, according to the 1943 Annual Report upon the Prisons and Reformatories of Ontario. Last year one-half of one percent of the population of the Province, 18,551 persons, were sentenced, which compares with the 1939 all-time high of 27,926, and the 1917 all-time low of 7,867. The total expenditure for gaol maintenance in Ontario for the year was \$574,906.50; the average cost per day per prisoner, \$1.47.

In the Ontario Reformatory at Guelph, intelligence tests were given all inmates serving over three months' sentences, with the exception of the B.C.L.A. (Breaches of the Liquor Control Act) offenders. An analysis of the results of these tests showed that 59% were of sub-normal intelligence, 40% were normal, and 1% were of superior intelligence.

As for educational status, only 14% had entrance standing or better; 61% had less than grade six standing.

The offences for which these 18,551 prisoners were sentenced were,—

Crimes against the person.....	700
Crimes against property.....	4,067
Crimes against public morals and decency	455
Crimes against public order and peace	12,483
Breaches of the Liquor Control Act	3,317
Drunk and Disorderly	6,001
Other	3,165
Other Offences not enumerated above	846
	18,551

The Board of Parole held thirty-one meetings during the year and put into effect 453 paroles.

The Report says: "The causes of crime are many and often complex. However, it has been found that the largest single factor is the lack of proper training in childhood, chiefly in the home. Thus, many of our prisoners come from broken homes. Many come from unbroken homes, where the parents worked hard to provide their children with shelter, clothing and food, but failed to work hard and together in training those children, totally oblivious of the fact that the latter was the most important of all the necessities of life.

"Some prisoners come from home conditions so sordid that crime is the natural and inevitable result."

WHEN we say that human nature does not change, what we generally mean is that this chain of teaching or conditioning seldom is broken from generation to generation. Each generation acquires while very young the elemental incentives which preceding generations learned in the same way. This basic human culture is of very slow growth. Apparently simple attitudes such as honesty or courtesy have required thousands of years to originate and to be refined and established.

—Arthur E. Morgan, *The Small Community*.

Ninety-seven graduates of
Canadian Schools of Social
Work in war activities.

New Trails of Service

EDUCATION for social work in Canada has now existed in four rather clearly defined eras and in due time will move into an unpredictable fifth period. At the time of the first world war two Canadian schools were established. They were founded because of the stirred social consciousness of that time, though presaged by earlier developments in education for social workers in England and in the United States. Most of the students in these schools were women who, because of war conditions, were finding or seeking opportunities for socially useful work. Only a few from the schools went into war work, and the limited opportunity of that time is interesting in contrast with the present. One Toronto graduate of the class of '15 went to a Red Cross post in Malta, a student of the class of '16 went overseas as a nursing sister, and a man from the class of '17 did experimental work in the use of occupational therapy in treating what were then called "shell-shocked" soldiers.

Following that war period came a sharp but brief up-turn in school registrations, with many returned nursing sisters and V.A.D.'s turning to social work. Positions, however, were few and classes diminished. Then came expansion of the private social services and a small number of openings in public social work. This increased the demand for workers at a time

AGNES C. MCGREGOR

*Assistant Director, School of Social Work,
University of Toronto*

when school registrations had become static or were actually declining.

The depression of the thirties threw a sharp spotlight on social problems of long standing, while at the same time creating many new ones. The need for social workers grew insistent. But depression conditions limited the facilities of existing schools and delayed the establishing of new ones.

In September, 1939, with the beginning of the present war, the shortage of workers became still more acute. Social workers realized from the beginning that the problems requiring organized social service in time of war would resemble those of the depression years, with one notable exception. They anticipated that increased employment would decrease the need for relief, and almost immediately this began to happen. But difficulties due to family separation, to anxiety, wide-spread migration, threatening child labour, inadequate living conditions, insufficient recreation facilities and discrimination against minority groups were intensified or created by war conditions. Older social workers had met these problems in an earlier war, and in 1939 almost all social workers knew at least some of the things which could be done to remedy or prevent some of

the difficulties. That knowledge of the utility of social work had permeated the community is proven by the fact that, instead of setting up a mushroom growth of new private agencies, the authorities charged with the responsibility of providing wartime social services used existing agencies where possible. When new public departments proved necessary, the services of social workers were also in demand.

It is true, of course, that in this war, when responsibility and participation extend to all civilians, every social agency can be described as "war-connected". The story of the load of war-induced work carried by private social agencies is a saga yet to be written. But the purpose of this article is to examine briefly the extent to which school graduates are sharing in direct war service, military or civilian. And because the schools in Winnipeg and Quebec have yet to graduate their first classes, and because the Halifax School has seen its first class go directly into local agencies, the material used has been secured from the four older schools. These, of course, are the Montreal School of Social Work, l'Ecole de Service Social de l'Université de Montréal, and the schools in the Universities of British Columbia and Toronto. All four have experienced the same difficulty in keeping accurate records of graduates, who sometimes transfer to new positions without reporting changes of occupation or address. As of February 1, 1944,

the following information has been secured:

The British Columbia School reports that at least twenty of its graduates are known to be in war services. Eleven of these are men, six of whom are on active service. Two of the others are with the Directorate of Special Services (Army), two in training with the R.C.A.F., and one with the British Columbia Security Commission. Of the nine women, three are with the Royal Canadian Army Medical Corps, one as social service officer; one is with National Selective Service, two are with the British Columbia Security Commission, and the other three are in England with the Canadian Children's Service.

The Montreal School sends an interesting account of the wartime activities of sixteen of its graduates. One of the men is psychological examiner in the Directorate of Personnel Selection, another is with the Royal Canadian Army Service Corps, and the third with the R.C.A.F. The women represent a variety of services. One is recruiting officer with the R.C.A.F. (W.D.) at Edmonton, two are employment and claims officers with the Unemployment Commission at London and Hamilton. Another is placement officer with National Selective Service, Montreal, two are with the Dependents' Allowance Board, Department of National Defence, Ottawa. (A former member of this group has gone to the United States). One woman is doing social work with

the Department of Pensions and National Health in Montreal, one is travelling community counsellor with Wartime Housing Limited, one is field director with the Farm Service Camps, Canadian Red Cross, and another is with the American Red Cross in Chicago. Two are overseas with the Canadian Children's Service.

L'Ecole de Service Social de l'Université de Montréal, relatively a new-comer in the group, has seen most of its graduates go into local social agencies where, of course, they handle Dependents' Allowance Board and Dependents' Board of Trustees work. However one graduate is with Selective Service doing orientation work with applicants, and another is with the personnel department of Canadian Car Munitions.

The placement of fifty-nine graduates of the Toronto School follows much the same pattern. Of the twenty-four men, twenty-one are in the Army or Air Force, nine of these in training or overseas. Nine more, of the twenty-four, are in personnel service of the Army or Air Force, three as psychological examiners in the Directorate of Personnel Selection, one of them overseas. One more is in the Department of National Defence with the Directorate of Auxiliary Services, another in the Educational Service of the R.C.A.F., and still another in the Army Intelligence Services. Of those in the war-connected services, one man is with the Research Division of National

Selective Service, one with the censorship staff of the Department of National War Services, and another with Canadian Industries, Limited. Of the thirty-five women graduates, ten are in the Army or Air Force. Five of these are with the R.C.A.F. (W.D.) and one with the Canadian Women's Army Corps, while four are social workers with the Royal Canadian Army Medical Corps. The twenty-six women in war-connected departments or organizations represent a variety of service. Three are with Wartime Housing at Ottawa, Kingston and Fort William, and one is with the Toronto Housing Registry. Three others are with National Selective Service, while Dependents' Allowance Board and Dependents' Board of Trustees positions account for seven more. One woman is with the Canadian Women's Voluntary Service of the Department of National War Services at Ottawa, another with the Toronto Branch of the same organization. Four are with the Department of Pensions and National Health, one of these as nutritionist, the others as social workers. Still another woman is Secretary to the Chief of the Royal Canadian Army Medical Corps, and four are in England with the Canadian Children's Service.

The status of these ninety-seven social workers now in the services or in civilian war work varies from that of private to senior officer's rank, and from that of interviewer in war-connected departments to that of executive responsibility.

This means that members of the group are working shoulder to shoulder with men and women representing many types of experience and background, from all parts of Canada, as well as from other countries. Many of them are in daily contact with military authorities, civil servants, executives of government departments and distinguished representatives of other professions. This means not only a deepening knowledge and experience for the social workers themselves, but also of reciprocal understanding and respect. There is at hand tangible evidence that such is the case. Already the fifth period of professional education for social work is dimly foreshadowed. The peacetime sequel of this wartime story may have many unexpected chapters. Men and women everywhere are gaining a new vision of their essential personal and community rights and responsibilities. When the war ends it will be the same old earth with many of the old problems and new ones as well.

But there will be new social objectives and the new scientific and legislative resources will call for fresh insights and skills. Most of all, perhaps, there will be needed a dynamic and re-vitalized idealism focussed not upon abstractions, but on the concrete needs of free men and women. And this idealism should not animate the few in behalf of the many, but should be a force permeating and reconciling all human relationships. These men and women whose services we have enumerated would be the first to say that they are just like hundreds of thousands of others who gladly perform the tasks of war in the hope of peace to come. But in doing so, they have stepped aside from the familiar highways of social work and are blazing new trails of service. When the time comes to re-think and re-chart some of our education for social work, and some of our social practice too, it may well be that these graduates will have a contribution to make which will have unique worth.

ABOLISHING RESIDENCE LAWS

THE HOST [at the New York Regional Meeting on Social Welfare and Relief Problems] was New York State's Joint Legislative Committee on Interstate Co-operation which is affiliated with the Council of State Governments. The attendance represented ten northeastern states.

After hearing a recital of Rhode Island's experience without settlement laws, and in spite of Mayor La Guardia's plea that such action would bring one million people into New York City after the war seeking New York's high relief benefits; this conference confirmed its previous leadership by unanimously resolving that "state settlement laws, as affecting relief are illogical, expensive and anti-social, and that concurrent abolition of state settlement laws be recommended as a part of the legislative programs of the Commissions on Interstate Co-operation of those states participating in this conference."

—Letter to Members, American Public Welfare Association, January, 1944.

National Physical Fitness

A Duty and an Opportunity

WHEN one considers national legislation which is designed to improve the health and physical fitness of our people, other nations and parts of the Empire have left Canada far in the rear.

The wisdom of concentrated effort upon the conservation and mobilization of our national resources is obvious, but it is also obvious that behind all these problems is the fundamental question of the man-power of our country. If it is inefficient, then production is minimized. If it is lacking in vigour, in strength, in endurance, then offence and defence are likewise affected. If the source of supply is lacking in vitality, is weak, defective and organically unsound, in other words, if the boys and girls of this country are physically, mentally or morally unfit, they become liabilities instead of assets.

All citizens and organizations concerned with the physical, mental and moral welfare of our people should render enthusiastic support to the recently proclaimed National Physical Fitness Act. This Act provides for financial assistance to the provinces to the extent of \$225,000. As soon as a province establishes an organization for the purpose of promoting physical fitness and enters into an agreement with the Federal Government, that province will receive an amount

A. S. LAMB, B.P.E., M.D.,
*Director of Physical Education,
McGill University*

paralleling the provincial expenditure up to the sum allocated to each province. The distribution of the Federal grant is as follows:

British Columbia	\$16,015.75
Alberta	15,590.50
Saskatchewan	17,545.75
Manitoba	14,290.00
Ontario	74,173.75
Quebec	65,248.00
New Brunswick	8,957.50
Nova Scotia	11,317.75
Prince Edward Island	1,861.00

At least three provinces must participate in the plan before the Act can be made effective.

The object of the Act is to promote the physical fitness of the people of Canada through the extension of physical education in schools, universities, industries and other establishments; to train teachers and lecturers in the principles of physical education; to organize activities designed to promote a greater measure of physical fitness; to provide facilities therefor and to co-operate in the amelioration of physical defects amenable to improvement through physical exercise. The objective includes the development of a desire for the well-being associated with physical fitness in persons of all ages; the strengthening of morale through a nation-wide program and the enlistment of support by interested volunteers and organized physical fitness agencies.

A National Council on Physical Fitness will be established consisting of a director and nine other persons, each of whom will represent one of the provinces participating in the National Fitness Plan. The only member of the Council to be paid a salary will be the director, or chief executive officer; other members will be paid travelling and maintenance expenses while in Ottawa. To enable the Council to function, there will be created a Fund to be known as the National Fitness Fund. The duties of the Council will be to assist in the extension of physical education and to correlate the efforts of the provinces in carrying out the objects already enumerated.

There are few virtues in war, but it is reasonable to assume that if there had been no such international turmoil, we might have continued with an all too complacent attitude towards the fitness and vigour of our people. We should, therefore, be greatly heartened over the fact that the way is now open for a nation-wide movement to increase the health and physical fitness of our present and future citizens.

The greatest asset of any nation is the health of its citizens and there is no more urgent problem facing this country than its future man-power. Rehabilitation and reconstruction are important aspects of any plan for social security, but is it not even more important that most aggressive steps be taken towards pre-habilitation to enable the forthcoming generation to live more wholesomely and happily?

Surely this war is being fought for them and their future.

We, as socially minded citizens, will make a tremendous mistake if we now sit back and assume that the physical condition of our people will be cared for with the passing of this Act. There is much to be done before it becomes really effective. It has already been pointed out that each province must establish an organization for the purpose of promoting physical fitness and an agreement must be reached between the Provincial and Federal Governments before funds become available. The Provincial Government, in some cases, will need to be convinced that action is necessary and, as many social workers know to their sorrow, this often proves to be a Herculean task.

One only needs to glance at provincial and national comparative figures of preventable and remediable conditions to show how indifferent, how careless and how negligent we are. The asinine assumption of ostrichlike complacency is not only stupid but unpardonable.

From 1931 to 1941 there was an increase of 42% in our mentally unfit. Over 100,000 men, the very cream of our manhood, after having been accepted into the armed forces, either deserted or were discharged (up to December 1942), because they could not stand the strain. Approximately one-third of these discharges were for psychiatric disabilities. The incidence of tuberculosis is again on the upgrade. From 1939 to 1942

juvenile delinquency has shown a 54% increase in convictions. Many other factors could be quoted to show that the rising barometer of our social evils should be checked immediately. It must be apparent that any steps which are taken to prevent disease and promote health are economically sound, but what is vastly more important, is that our people will enjoy fuller and happier lives.

We have, in Canada, nearly four and a half millions under twenty years of age, a period in life when, with an understanding of the inseparable relationship which exists between the physical, mental, moral and social factors, the greatest good can be done towards moulding them into worthy citizens. This cannot, however, be achieved without good teaching and skilled leadership.

There is irrefutable scientific evidence to prove that a properly organized program of physical education can make an important contribution towards physical, mental and emotional fitness. We should be much more concerned with the development of sound organic and functional fitness of the masses than with the development of highly specialized athletic abilities by the few.

The Physical Fitness Act marks a mile-stone in progress towards a greater degree of fitness for the people of Canada, and the facilities and personnel of all related organizations should be utilized to the fullest extent. *It is the obligation of all right thinking citizens to*

urge their Provincial Departments of Health and Education to meet the challenge. Potentially, we are as sound as any people on earth, but it must be remembered that we will only get the kind of health programs and services we demand, no better.

We no longer raise an eyebrow at the eleven million dollars we spend every day for death and destruction. Are we going to question an annual expenditure towards safeguarding the health and fitness of generations to come, which would only last our fighting forces approximately thirty minutes?

* * *

Since the above article was submitted for publication, an announcement has been made by the Minister of Pensions and National Health that five provinces—Prince Edward Island, Nova Scotia, New Brunswick, Saskatchewan and Alberta—have entered into agreements to participate in the National plan.

Major Ian Eisenhardt, formerly of Vancouver as Director of the Pro-Rec movement, has been appointed Chairman of the new National Council on Physical Fitness to administer the National Physical Fitness Act. The following members have been appointed to the Council—

Dr. W. C. Ross, Halifax
Dr. Milton Grewer, Fredericton.
Dr. Jules Gilbert, Quebec City
Mr. A. A. Burridge, Hamilton
Mr. Wray Youmans, Winnipeg
Mr. W. A. Wellband, Regina
Mr. J. H. Ross, Calgary
Mr. Jerry Mathison, Vancouver

²⁹
Sept. 6: Mr. L. W. Shaw, Dept. of Educ.,
A44 Charlotte Town, P.E.I.

June 21st - Dr. Maguire's paper 9-2692 - said P.C. + Manitoba
have agreed; Quebec - expect to do so; C.C. has done nothing.

The provinces of Quebec, Ontario, ^{Manitoba} and ^{British} Columbia have not yet agreed to participate in the national plan. It is known that some of these provinces have the matter under con-

sideration and the hope is expressed that all will take advantage of the opportunity to co-operate in this nation-wide effort to improve the health and fitness of our people.

Councils of Social Agencies News Notes

Regina has organized a Council and is preparing to undertake an ambitious program. Miss Harriet Selby is Secretary.

Fort William also has organized a Council of Social Agencies. The Chairman of the Board of Directors is Mr. C. R. Strachan and the Reverend F. J. Douglas, formerly of Winnipeg, has been named Executive Secretary. Standing Committees on Family Welfare, Health, Group Work, and the Social Service Index will be appointed.

The Ottawa Council of Social Agencies is conducting a Leadership Institute in Social Recreation, and has a registration of 115 young people. The group includes representatives of Protestant Young Peoples' Societies, Catholic Youth Organization, Jeunesse Ouvrier Catholique, Jewish Young People's Society, C.G.I.T. and Girl Guide Leaders, War Time Housing Counsellors from Hull, Metropolitan Life Insurance Company, Ontario Hughes Owens, Ottawa Car and Aircraft, J. R. Booth Ltd., also social clubs of the Y.M.C.A. and Y.W.C.A. Leadership is being

given by local experts as well as by W. R. Cook of the National Y.M.C.A., and Mrs. Margaret Davis of the Toronto Welfare Council.

In September, 1943, the Hamilton City Board of Control asked the Council of Social Agencies to suggest a solution to the difficulties at the Margaret Street Apartment—a factory building taken over by the city in 1941 and converted into 35 one-room apartments to house evicted families. There were common toilet and washroom facilities on each of the three floors and at one time 35 families with 138 children were living there.

The Council recommended case work, which has been given by the Family Service Bureau and the Children's Aid Society. At the end of a two-month's experimental period, the City Board of Control was well pleased with results and authorized continuance of the work for another three months. Everyone agrees that the building should be closed as soon as possible; meantime repairs are being done to improve living conditions.

Sept. 6th. Mrs. Deane at Major's even had the opportunity to talk
to the only province which has not yet agreed to participate in the
national plan. However, N.O.S. Council has representatives from each of the provinces.

About People

WELFARE notes with pleasure the well deserved appointment of Mr. B. W. Heise as Deputy Minister of Public Welfare for the Province of Ontario.

* * *

Miss Mary Blakslee, formerly Superintendent of the West End Creche, Toronto, and more recently Director of Day Nurseries for the Province of Ontario, has accepted the position of Head Worker at Central Neighbourhood House in Toronto.

* * *

Miss Enid Wyness, formerly of the Council's staff, has enlisted in the C.W.A.C. and is taking her training at Macdonald College, P.Q.

* * *

The first social worker from Canada to be appointed to work in the European field of reconstruction and relief is Miss Mabel Geldard-Brown. She has been en-

gaged by the International Migration Service to work in Egypt with Greek refugee children who have been given temporary shelter there.

Miss Geldard-Brown, who has recently been secretary of the Montreal Regional Advisory Committee of the Dependents' Board of Trustees, is admirably fitted for this difficult work. A Scotswoman, well experienced in European social work through service in various countries after the first Great War, she is a gifted linguist and is familiar with the customs of the eastern European countries.

* * *

Miss Ethel Ostry, who has been Director of the Baron de Hirsch Institute in Montreal, succeeds Mr. Martin Cohn at the Canadian Jewish Congress office in Toronto. Mr. Cohn has joined the staff of the Council of Jewish Federations and Welfare Funds, with headquarters in Cleveland, Ohio.

MONTREAL SCHOOL OF SOCIAL WORK

Member of the American Association of Schools of Social Work

3600 University Street

Montreal, Quebec

Offers

GRADUATE PROFESSIONAL EDUCATION

to men and women considering a career in the rapidly expanding field of social service.

SCHOLARSHIPS 1944-1945

Three Awards of \$500 each and several Bursaries of lesser amounts are available for suitably qualified University Graduates desiring to enter upon professional training in June or October, 1944.

Letters to Canada

WE HAVE had two raids since I wrote you, the last one on the first day of this month, exactly a year from the day I arrived here. They seem to have a pick on us. I left the Town Hall late that afternoon to go down to the Minor Diseases Hostel to check up on scabies. We have had a new outbreak. I had cleaned up on some of our billets and wanted to be certain how many children were my responsibility before the monthly meeting. Only one of mine was left and I was feeling very cheered when the alert went. The guns began to pound away in quick order so we bundled the measles, mumps, scabies and all the rest of it down into the Shelter. The poor matron was almost in tears. "What can I do" said she. I replied that she could do nothing else, that it would be impossible to have a shelter for each type of infection. Just as after the May raid, we had a perfect deluge for days and what was not ruined by the bombs was ruined by the rain soaking the plaster and glass into the furniture and bedding, etc. Fortunately the death roll this time was much lighter than in August. One never ceases to wonder how the people come out alive when you see the houses. I am still following up the victims of this last packet. One of the first families I visited included four generations of women who were all in the house at the time. The youngest was five days

*From a Canadian Children's
Service Worker in Britain*

old and the mother was still in bed of course. When they heard the planes overhead they decided to get the young mother and baby downstairs but all were caught on the stairs. The grandmother had gone first with the baby and had got to the foot of the stairs. She protected the child with her own body, got a terrible blow on the top of the head and horrible cuts and bruises, but I do not think any of it un-nerved her so much as the fact that she was sure she had smothered the baby. When the noise was over she got up and handed the baby to the aunt who was downstairs and unhurt, and went back for the mother and great-grandmother. They were buried beneath the debris on the landing but she got them out before the A.R.P. people got to them. The mother's arm was broken and, of course, she was covered with severe cuts and bruises. The great-grandmother, who is seventy, suffered the worst and is still in hospital but doing very well and wants to come home. The family has now been re-housed by our splendid Housing Manager. He does the most marvelous job in the quickest possible time. I think I told you that the Local Authority has the power to requisition houses following an incident, and he seems to know just where those houses are. If he had been an Octavia Hill trained person he could not be

better—a born social worker. It seems that the people who always get it, are the very ones who have been having a long series of troubles. The great-grandmother and aunt in this case, had come here to escape from their own town which has had it much worse, and their house there is practically in ruins, but besides problems caused by bombing, one finds what difficult lives people have been living, and of course they pour it all out, and I write it up for the Mayor. . . .

After the August raid one of the

women who got it very badly was shortly to be confined, and who needed quite a bit of help in various ways, brought me an orange one day after she got settled in her new home. I was very touched. It was like taking a pound note from a poor person, but I could not hurt her feelings by not taking it, and it meant so much. I did not eat it of course, but passed it on to someone who had a very bad cold. People are so grateful for the little you can do for them, that it's really embarrassing when you know you are just doing your job.

UNIVERSITY OF TORONTO
SCHOOL OF SOCIAL WORK

**The Toronto Daily Star Scholarship in
Public Welfare Administration**

● This scholarship of \$500 is offered for the academic year 1944-45. Its purpose is to encourage graduate work in the field of public welfare administration, hence applicants should be equipped to carry through a research project in this field. Applicants should be university graduates, desirably with professional education and experience in social work or public administration.

● The recipient is required to be in residence during the academic year and to be registered in the Graduate School of the University.

Applicants should include:

1. A statement of personal and academic qualifications;
2. A brief summary of the research project to be undertaken describing its purpose, sources of material and method of study.

Closing date for applications: April 15, 1944

Announcement of award will be made at the graduation ceremonies in May.

Applications should be made to:

**THE DIRECTOR,
SCHOOL OF SOCIAL WORK,
UNIVERSITY OF TORONTO,
TORONTO, ONT.**

Letter to the Editor

Dear Dr. Davidson:

I have been fortunate and happy in very many things in my life, in none more than in the generosity of my successor in the Council, and I do want to express my appreciation of your fairness on yet another occasion,—your review of my Report in *WELFARE* for January. There is, however, one point, not so much in comment as in fact, which I would like to query.

This is the part sentence on p. 13—"social assistance programs which are being progressively discarded by the other countries of the world in favour of social insurance". That suggestion, I think, could have gone unchallenged, even twenty-four months ago. I myself would certainly have said so then. I suggest it is worthy of careful reconsideration today.

I suggest that, all put together, the extension of Assistance in the United Kingdom, since 1941, would probably prove to be more marked than of Insurance; I mean, in programme and provisions, not merely in amount. I refer to Mrs. Myrdal's *The Nation and the Family* for the changing emphasis, in Sweden, a country comparable to ours, from Insurance to Assistance and Services for many broad groups of provisions. I cite the transfer of many provisions in Russia, since 1937, from the National Insurance to the State Social Assistance authorities. Most of all, I argue that New Zealand has now departed very largely from a basis that can be accurately described as Insurance at all. Calling a system of direct Assistance Insurance does not make it so. What has really been created in New Zealand is one huge inclusive Social Assistance Fund, created by a 5 percent special tax on all income and a token payment of £1 on persons without regular income. Even this provides only about two-thirds of the total sum required, the balance coming from general taxes. Cash benefits are then payable, *subject to a means test*, but this is so administered as to apply only to the middle class, and to shut out only the very wealthy. The benefits are on a budgetary basis of needs, with no relation either to premiums paid or previous earnings. If that is not Social

Assistance, then what is? It certainly is not Insurance in any possible existing definition of the term.

And, finally, as to present trends, may I submit some evidence from our nearest and most comparable neighbour?

The National Resources Planning Board Report uses no equivocal terms in basing all its social security and employment plans on "a comprehensive underpinning general public assistance system".

The American Public Welfare Association reports (November 24th, 1943)—

"Recommendations for a unified assistance program which would remove the ceiling on grants, provide Federal matching for general assistance and for medical care, clarification of methods of matching administrative costs, and even the proposal for variable grants to states are to a large extent noncontroversial. All these proposals would benefit all states, and as a whole would encourage and allow both states and local governments to improve their welfare agencies and assistance programs. Integrated assistance programs at the local level with financial participation at all levels of government would provide a floor of security to all people and a base for the extension of social security through the insurance programs."

In December, State and Local Councils of Administrators, federal agency officials, general public welfare staff, etcetera, met in long session in Chicago. From a report of its proceedings, I quote—

"Arthur Altmeyer, Chairman of the Social Security Board, handled the subject of 'Social and Family Security', stressing the fact that a goal of high-level employment and a goal of security were one and the same thing. In a clear, forceful manner, Mr. Altmeyer, without discrediting the plans to provide high-level employment through private industry and public works, made it clear that the demobilization period would involve some mass unemployment and that there would be need for cushions to protect individuals from the shocks of economic dislocations. He argued not only

for the development and extension of present insurance programs, but the provisions of a broad base of public assistance to provide basic security for every individual who could not otherwise be protected."

From the conclusions of these meetings, I quote further:

"State administrators in both meeting and lobby discussion spent much time on the various proposals in the Wagner-Murray-Dingell bill and in discussion of the possibilities and probabilities of enactment of these proposals. A final summary discussion brought pronounced expressions of impatience at the long failure of Congress to consider the non-controversial recommendations of the Social Security Board which would improve and unify the public assistance program. Without commitment as to the more controversial aspects of a total security program they instructed staff and committees to explore the possibility of a separate bill amending the Social Security Act in respect to eliminating ceilings in ADC grants, matching payments for medical care, matching general assistance, participation in care of the

chronically ill and removing residence requirements."

The United States administrators are getting pretty realistic, as I have seen them in recent months, on the hard practical need of Assistance measures as weapons of proven use to an armoury, likely to be called on again.

I note you find many questions unanswered re my proposed Dominion Assistance and Utilities Board and Insurance Board, and the proposals here, so far unconvincing. You are quite right in that heavy ammunition on these technical suggestions is better shot across the hustings and the floors of Legislative bodies than in a Report of this kind. Perhaps when the "second front" opens in Canada there will be more room for such action!

Again, thanks for your extremely generous treatment.

Yours sincerely,

CHARLOTTE WHITTON.

P.S.—I trust, you will judge, that from the dignified and temperate tone of this letter, it is intended for publication—I even send two copies to save retyping!

January the 26th, 1944,
236C Rideau Terrace,
Ottawa, Ontario.

EDITOR'S NOTE:

Dr. Whitton has cited the developments in five countries to challenge the statement that "social assistance programs are being progressively discarded by other countries of the world in favour of social insurance". With regard to at least three of the countries which she mentioned,—the United Kingdom, the United States, and New Zealand,—the interpretation which she places upon recent developments is, in the opinion of the Editor, definitely open to argument. The reason for the current stress on the development of adequate public assistance programs in the United Kingdom and in the United States is briefly that these countries already have their comprehensive insurance programs fairly well developed; consequently they are now turning their attention to the public assistance program because it is realized that

this is a weak spot in the over-all program. This does not involve, however, shifting the *weight* of the program from the insurance base to the assistance base. So far as the United Kingdom is concerned, it can hardly be denied that the Beveridge proposals indicate a marked increase in emphasis on the insurance program.

With regard to the United States developments, the Editor feels that he can do no better than to quote from the American Public Welfare Association's Letter to Members of January 20, 1944, in which a brief summary is given of the main recommendations contained in the Eighth Annual Report of the Social Security Board:

"This week Congress received the Eighth Annual Report of the Social Security Board in which it advocates

changes in the Social Security Act which would provide broad extensions of the present system of social insurance and assistance. The report emphasizes its conviction that the present time is 'singularly auspicious' for the suggested amendments. A partial list of the recommendations follows, the balance will be commented on when the printed report is available:

"Extension of old-age and survivors' insurance to cover more than 15,000,000 to 20,000,000 workers including farm and household workers, employees of public organizations and non-profit institutions, and the self-employed.

"Protection of social security rights of the millions of persons in the armed forces.

"Insurance protection against total loss of income due to permanent or total disability.

"Insurance to cover hospital and medical care.

"A national unemployment insurance to replace the fifty-one separate state and territorial systems and to include the millions of wage and salary earners now excluded under the state systems."

While the above is admittedly only a partial list of the Social Security Board's recommendations, and while the first paragraph of the report indicates that the Board recommends broad extensions to the present system of social insurance and assistance, the fact remains that four of the five highlights selected by the A.P.W.A. report stress the insurance principle in the clearest possible terms.

Finally, a word with regard to New Zealand. Dr. Whitton raises a very impor-

tant point here. Is the New Zealand system insurance or is it assistance? Admittedly the New Zealand system has the elements of both. Dr. Whitton refers to the social assistance characteristics of the plan, particularly to the means test features which are certainly associated with social assistance rather than insurance. It is surely significant, however, that the right to draw benefits from this fund depends on prior contributions or on certification on the beneficiary's social security card that he has been specifically exempted from contributions during certain periods (the "waver of premium" principle). As for New Zealand's method of financing this program through a five per cent special tax on all income and a "token payment" of £1 for persons not in receipt of a regular income, plus a heavy subsidy from general tax funds, is this not (except for a variation with respect to the "token payment") very similar to the method which Dr. Whitton suggests Canada should follow in connection with her own "income insurance" proposals?—"a flat percentage income deduction" plus—"a direct supplement from public funds", p. 55, *The Dawn of Ampler Life*). Yet while Dr. Whitton calls this "income insurance" with respect to Canada, she would argue that in the New Zealand setting it is really a "Social Assistance Fund".

Altogether apart from the countries to which Dr. Whitton makes specific reference, it is perhaps worthwhile to note that the last few years have brought about a very marked development of social insurance programs in the Central and South American countries. G.F.D.

GRANTS-IN-AID IN THE UNITED STATES

THE Citizens' National Committee recently attacked the principle of federal grants-in-aid to the states by asserting that aside from their inflationary effect on the federal budget, grants-in-aid represent an "effort to achieve social goals by means which adversely affect the democratic process and individual responsibility". Such grants in 1942 amounted to three billion dollars. However, no one denies that social gains require large expenditures and grants-in-aid have proved a sound and effective device for getting a job done. They should certainly not be abandoned until something better is offered.

—Letter to Members, American Public Welfare Association, January, 1944.

houseworkers have not yet left that employment, if the number seeking new jobs is not to be vastly increased. This, it will be seen at once, accounts for just about one-third of the workers which a normal post-war market will absorb. The second area is that of women who were on the farms or in semi-rural communities 100,000 of whom have been moved into industry. So we have a total of 350,000 women in these two areas of work.

Now when the case of women returning to either of these employments is considered, from both sides comes the firmly expressed opinion that they will not, unless forced by circumstances which they cannot at all control, go back to their former employments. To go back because they are forced will make a most unhappy situation, both for themselves and for those who need their work, from which these young women will escape as soon as possible. Yet the occupation of these young women in the employments they had before the war is essential if we are aiming to have full employment. It is also essential to the order and well-being of many thousands of Canadian homes.

Let us take the case of household work first. This is an area of work in which women are almost entirely the employers. It is a kind of work which many women find pleasure in doing. It is a 'safe' employment under good conditions. Yet we find the workers in it wanting to leave it. Why is this? The committee thinks that conditions

of work and wages play a considerable part; that in many cases they need improvement. But the main cause does not, we believe, lie here. It lies in the conditions surrounding the employment; in the lack of any standards of work; in the lack of any training which makes a qualified worker; in the separation which has grown up between this group and other women workers.

Standards Needed

We women have made little effort to regularize or standardize this employment either on our side or the side of those who work for us, or to remedy the conditions which create the distaste for this work. That we have not done so is a reproach to us, because the skill we are able to show in organizing other kinds of work proves that we are fully qualified to do so. There is little point in discussing why we have not done this. The real urgency is that we shall make up our minds to do it now that opportunity offers, and do it at once. This work is of great importance to the welfare of our households, indeed to the happiness of ourselves and our families. Added to that we shall be doing a great service to our country by absorbing these young women back into the employment which they have left in such large numbers.

If the story of the development of the nursing and teaching professions be thought of from the days of Sairy Gamp and the poor little untrained governess who

knew little to teach and not at all how to teach that little, down to the present day, it will be seen that training was the key to the progress of women in those occupations from the far-off early days of their entry into these employments to the highly efficient service they give today. So we think that training and the consequent standardization of their work will prove to be the key which will make household work an attractive employment to thousands of competent young women whose employers will benefit not less than the employed.

Schools of Household Service

We had made a beginning at this work before the war through the schools of household service established by the governments in several centres. We think that these should be re-opened and share in the work of training. But the system under which they worked before was too slow. In two years only about 7,000 workers were trained. We could absorb in private homes alone about 175,000 women if conditions in the country were even moderately prosperous. The members of the committee gave much thought to this problem seeing that it affected what has always been the largest gainful employment for women in Canada until the necessities of the war changed conditions.

In the end we devised a plan adapting, we hope, to Canadian conditions a plan long used in Europe. Its basis is the application under proper safeguards of the

principle of apprenticeship. It provides for part work in a home while training is going on in classes run by the training schools or some other agencies with the assistance in management of voluntary committees of women. When training has been successfully completed the trained worker will have a certificate—for different grades of proficiency. She will then have a trained service to offer to her employer, and she could then fairly expect to be protected by standards of wages, workmen's compensation, and all the security measures affecting women workers. All this involves recognition that there have been failures in managing household work by both parties to this employment; it involves the sympathy and encouragement of those who employ trainees. It also involves a keen desire to become a proficient worker on the part of those entering this employment. But the end, we feel, would be well worth while to both. The details of the plan, in regard to which we went beyond the terms of our reference, will be found in the report of our sub-committee. It is too long and too detailed to include here.

Rural Electrification Needed

Now let us come to the second area—that of farm life and work. Here also women can be of vital help though perhaps not so directly. The basic fact of the situation is that if young women are to be drawn back to farm life, that life must be made less arduous and more attractive. Many fac-

tors enter into the changes that must come before this end can be achieved. These are also discussed in the report. Only one will be spoken of here. After an adequate supply of good water, electricity is the greatest single aid to the woman on the farm. Before she can have this there must be a great extension of rural electrification. The use of electric appliances, just to mention two, the washing machine and the churn, would greatly lessen hard labour. The thing that stands chiefly in the way of this extension is the cost which often appears prohibitive. It is clear, however, that to increase the use of electricity is to reduce the cost and the greater use of domestic appliances is one clear way to this reduction. But appliances are now, in Canada, costly beyond the reach of many farmers and so a vicious circle is created. Our report points out that the rural electrification commissions in the United States have found a way to break the circle. Again without going into detail, it may simply be said here that these commissions have found ways to get appliances for the farms at a fraction of the retail cost, and that our committee has recommended to the government that steps be taken in Canada to bring about a like result.

Here it seemed to our committee that the farm women themselves must take an active part organizing to impress the government with the urgency of the matter of improving farm life. But it should not be left to the farm women

alone. If Canada is—as appears from discussion at the recent Conferences at Hot Springs and Atlantic City—to send her food out, first to help people of the occupied countries and then, to sell in the markets of the world, our farms become an even more important factor in our national economy. They have always been our greatest source of national wealth. It is of first importance then to city women, and also to city men, to understand and to share in all efforts to raise the standards of life and work on Canadian farms.

Four Groups

As the sub-committee's studies of the post-war problems of women proceeded, it became clear that there was no group of women in Canada not affected in many ways by the war changes; that each group has facing it serious post-war problems. It was, therefore, decided to make a general approach to the problem. For this purpose the women of Canada were divided into four groups. The needs of each group were discussed, and such suggestions as appeared to the members feasible to meet these needs were offered. It is impossible to cover this part of the report here, but perhaps the divisions will be of interest. The report sets them forth as follows:

1. Married women engaged in their own homes, rearing their children and putting their best effort, physical, mental and spiritual into the creation of the home life.
2. Single women earning their own living. Most single women in Canada earn their livelihood and public opinion increasingly expects it of them. In this connection, it may be stated, a considerable

proportion of these single women are supporting dependents wholly or in part.

3. Married women who either by reason of economic conditions or by choice are engaged either in full or part-time work. It should be noted that this usually involves dual responsibility in that the home duties must still be carried on.

4. Women on the farms are considered in a group by themselves because they contribute to the earnings of the family income in a way that applies generally to farm life only. Thus, while they have all the problems of the woman in the home, they have also a special set of problems requiring separate attention.

The following general considerations apply to all groups:

1. To women in each group the right to choose what occupation she will follow must be conceded as a right to which every citizen is entitled. She must also have the right to equality of remuneration, working conditions, and opportunity for advancement.

2. We believe that the right to choose is not going to operate to make every woman, or even much larger groups of women want to leave their homes for the labour market. It is the right to choose which is demanded. Happier homes, and, therefore, a happier democracy, will result from the recognition that women choose or do not choose marriage as their vocation. It must be remembered that for many single women marriage will be an impossibility because of the casualties of the war.

3. Many women in all three groups will find their situations changed in the post-war years. A large proportion of the women now working, both married and single, have been earning money for the first time, or the first time since marriage. They have gained an entirely new realization of their skills and capacities. Many will return gladly to home life. Others will feel a sense of frustration if they have not the opportunity to exercise these abilities. For some, public activities will serve, others will wish gainful employment.

The Future

The discussion of the post-war problems of women began with the

statement that Canadian women had by their war work achieved for themselves a new status. Let us return to that in closing. "It is quite clear that in the work and sacrifice of the war years women have played their full part as responsible citizens," says the report, "and they expect to be treated consistently as such in the coming years. Their hope is to be full members of a free community." Much that is important will come out of this achievement of women, but it will remain and become permanent only if the work and sacrifice of the years to come match those war years in which work and sacrifice seemed the natural thing. One continual need will be sympathy and understanding among women. Without it there will be little hope of happy solutions of the post-war problems of the women in whose lives war has made fundamental changes. Certainly there must disappear from among us that indifference—indifference which at times becomes antagonism—of women to women. There is no need to think of aggressiveness or antagonism on the part of women towards men or vice versa. We are not antagonistic but, as war work has shown, complementary. Our responsibility to the country and our work is often different in kind and almost always different in emphasis. Our country needs all that both men and women can give if our post-war problems are to be solved and a beginning is to be made in Canada in the building of what we like to think of as "the brave new world."

Canadian Welfare Council

BOARD OF GOVERNORS

Hon. Chairman—P. N. Stapleton, Esq., Toronto	President—James S. Fisher, Esq., Montreal
Division I.—National and Child Hygiene	Hon. Chairman—Dr. J. Fenwick Aitken, Ottawa
II.—Social Work and Prevention	Hon. Chairman—Dr. J. Fenwick Aitken, Ottawa
III.—Family Welfare	Hon. Chairman—Dr. J. Fenwick Aitken, Ottawa
IV.—Community Organization	Hon. Chairman—Dr. J. Fenwick Aitken, Ottawa
V.—Social Work Activities	Hon. Chairman—Dr. J. Fenwick Aitken, Ottawa
VI.—Delegation Services	Hon. Chairman—Dr. J. Fenwick Aitken, Ottawa
VII.—Public Health	Hon. Chairman—Dr. J. Fenwick Aitken, Ottawa
VIII.—Public Speaking Services	Hon. Chairman—Dr. J. Fenwick Aitken, Ottawa
IX.—Community Work	Hon. Chairman—Dr. J. Fenwick Aitken, Ottawa

Governors representing General Agencies in

Membership	Mrs. C. M. A. Armstrong, Toronto
	Rev. J. R. Macpherson, O.D., Toronto
	Mrs. C. H. Thorburn, O.B.E., Ottawa

Governors representing Finance and General

Members	Mr. John T. Hackett, E.C., Montreal
	Mrs. H. F. H. Hertzberg, Kingston
	Mr. W. A. Murray, Winnipeg
	Mr. F. Leonard, Dundas
	Mrs. Hume, Montreal
	Dr. S. G. H. Campbell, Ottawa
	Miss C. M. McInnes, Halifax
	Mr. J. Parker, Port Arthur, Ontario
	Mr. L. M. V. V. V. V., Ottawa
	Mr. H. M. M. M., Toronto
	Mr. Philip M. Fisher, Montreal
	Senator the Hon. Charles Wilson, Ottawa

REGIONAL ADVISORY COMMITTEE

PACIFIC COAST	ONTARIO (Continued)
Mr. P. H. Windsor, Victoria	Mr. Lawrence Friedman, Ottawa
Mr. C. J. Macleod, Vancouver	Mr. C. E. Lewis, Toronto
BRITISH PROVINCES	QUEBEC
Mr. John J. Macleod, Edmonton	Mr. Samuel Friedman, Montreal
Mr. H. H. Howard, Calgary	Mr. Jack Friedman, Montreal
Mr. M. M. Brown, Calgary	Mr. L. H. L. L. L., Quebec
Mr. D. J. Mack, K.C., Regina	Senator the Hon. C. D. Howard, Sherbrooke
	Mr. J. H. H. H., Montreal
	Mr. Paul Gault, Montreal
	Mr. André Turberville, Quebec
ONTARIO	MARITIME PROVINCES
Mr. W. M. R. R. R., Brockville	Mrs. H. H. H. H., New Brunswick
Mr. J. H. H. H., Hamilton	Mr. J. H. H. H., Saint John
Mr. J. H. H. H., Toronto	Mr. J. H. H. H., Halifax
Mr. J. H. H. H., Toronto	Mr. J. H. H. H., Halifax
Mr. J. H. H. H., Toronto	Mr. J. H. H. H., Halifax
Mr. J. H. H. H., Toronto	Mr. J. H. H. H., Halifax

HONORARY COUNCIL

Mr. W. J. J. J., Ottawa	Dr. Charles Moore, K.C., Ottawa
Mr. H. H. H. H., Ottawa	Mr. J. H. H. H., Quebec
Mr. C. A. A. A., Ottawa	Mr. C. V. V. V., Kingston

**Ninth Biennial
Canadian Conference on Social Work**



**Annual Meeting
Canadian Welfare Council**



**Biennial Meeting
Canadian Association of Social Workers**



**Fort Garry Hotel
Winnipeg**

May 15, 16, 17, 18, 1944

